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ABSTRACT

This report presents an overview of the present state of adult education in Finland. Organized in 10 chapters, the main body of the report is contained in the first four chapters. The first chapter reviews the Finnish educational system as a whole, including its structure and policy for secondary, higher, and adult education. Plans for improvement are part of the policy. In the second chapter, the system of adult education, including administration and finance, is outlined while the third chapter, the longest in the report, discusses the structure of Finnish adult education, including general, vocational, and other forms of adult education. The fourth chapter discusses the extent of participation in adult education and barriers to participation. The six remaining short chapters of the booklet discuss the following topics: position of linguistic minorities in the adult education system, miscellaneous groups, research, position and training of adult education teachers, international cooperation, and national responsibility for adult education. Appendixes to the report outline government policy in regard to adult education and list current adult education development projects. (KC)

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Report on Adult Education in Finland

1985

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REPORT ON ADULT EDUCATION IN FINLAND

A Report to the Fourth Unesco Conference on Adult Education, Paris, 19 - 29 March 1985

3

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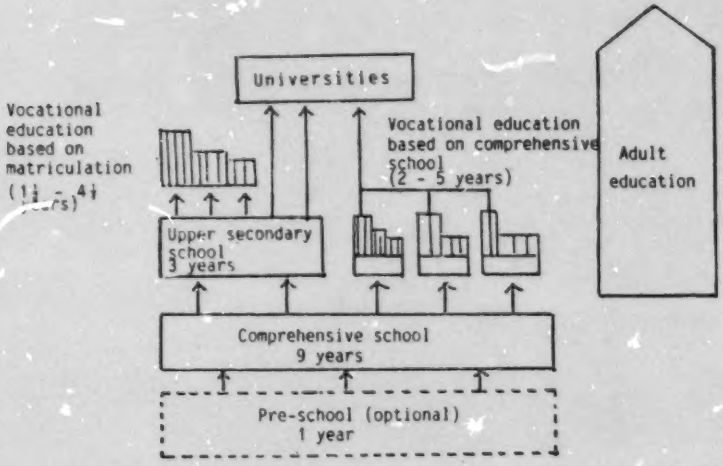
1 FINNISH EDUCATIONAL SYSTEM

1.1 Structure

The structure of the Finnish educational system is described in the following figure:

Figure 1. Finnish Educational System


Universities
Vocational education based on matriculation (1½ - 4½ years)
Vocational education based on comprehensive school (2 - 5 years)
Adult education
Upper secondary school 3 years
Comprehensive school 9 years
Pre-school (optional) 1 year

The goal is to provide half of the age group a three-year general education in upper secondary school in addition to the education common to all. All comprehensive school leavers and approx. two thirds of the upper secondary school graduates will have the opportunity of at least one-and-a-half-year's vocationally differentiated education, taking place, for the most part, in vocational schools and institutes. About one third of the upper secondary school leavers will have the possibility of continuing their studies at higher academic institutions.

1.2 Educational policy

In the 1960s the awareness of the interrelationship of education and social policy grew stronger. The educational system was viewed more and more by society as a large united whole, whose tasks and duties must change in step with social progress.

Up to 1974, which marked the regression of international trade as a result of the oil crisis, Finland was still optimistic in her belief in economic growth stability.

It was believed that the economic growth experienced up to then would increasingly help to promote various social reforms.

Within educational policy it was thought that the changes in society and working life, together with the promotion of social equality, called for the reform of nearly all sectors of our educational system. In the 1960s the groundwork for the renewal of education on the primary and post-secondary levels was laid and in the early 70s the time was ripe for secondary and adult education to follow suit.

In the mid 70s the economic situation and, as a consequence, the climate in educational policy changed. The means for educational reform with the time set were no longer there. The implementation of the reform of secondary education was given priority and adult education would have to wait its turn till some later date.

Today the emphasis in educational reform is on content development.

1.2.1 Comprehensive School Reform

The guiding principles for the comprehensive school reform were drawn up in the 1960s. In 1968 the Act on the principles of the school system was passed. The implementation of the new law started in 1972. The implementation was proceeded region by region so that the first complete age groups received their comprehensive school leaving certificates in 1982.

The new school is comprehensive in the sense that it imparts a nine-year basic education free of charge to the entire age group. It is divided into a six-year lower and a three-year upper level. Curricula on the lower level are common to all pupils, on the upper level there are both common and optional courses.

The overall objective of the comprehensive school instruction is to educate the pupils to be balanced, fit, responsible, independent, creative, cooperative and peace-loving human beings and members of society. It also aims at providing them with skills and proficiency which are important from the point of view of a balanced development of personality, society and working life, career choice and further education, the living environment and environmental protection, national culture and values, as well as internationnal cooperation and promotion of peace. One of the objectives is to promote equality between the sexes.

1.2.2 Reform of Secondary Education

Education on the secondary level in Finland is either general or vocational. General education is imparted by upper secondary schools, whereas vocational education takes place in vocational schools and institutes of various types.

Secondary Education Reform Act was passed in 1978. The reform will be implemented gradually in the years 1982 - 1988 until all sections of secondary education have been reformed.

The general goal of education in upper secondary school and vocational schools and institutes is to impart the knowledge and skills necessary for a many-sided development of the student's personality, his participation in social and working life, his choice of future occupation and pursuit of further studies as well as for the general promotion of national culture and international co-operation and the equality of the sexes.

1.2.3 Reform of Higher Education

The reform of higher education was started in the mid '60s. The number of schools of higher education and the number of students seeking admission increased sharply in the '50s and '60s.

In 1966 an Act was passed relating to the development of institutions of higher education in the years 1967 - 81. Later the validity of the Act was extended to 1986. The impact of the law has been twofold. On the one hand it has safeguarded a steady development of the country's higher education institutions. On the other hand the new legistation has provided central administration with the means of guiding the development of the universities in accordance with the needs of modern society. In the '50s and '70s the pressure exerted on the existing higher education institutions by the sharp increase of the number of students seeking admission was evened out and stabilized by the founding of new higher education institutes in various parts of the country.

The reform of higher education degrees and curricula was begun in 1974, when the Government made a decision-in-priciple in the matter. By 1979 statutes governing all fields of academic studies had been passed.

Close to 50 per cent of the students attending Finnish higher education institutes are women. On the other hand, only a small fraction of those engaged in post-graduate studies are women.

1.2.4 Reform of Adult education

Up to the last few years so much time and effort had been put into the development of the education of children and young people that there have been few resources left for a more thoroughgoing reform of adult education. Some things, however, have been done; extensive surveys have been undertaken since the late '60s and several plans have been drawn up. Thus, the knowledge and the attituted needed for this work are there.

In the late '60s and early '70s there were no overall reports listing and analyzing the role that the various organizations for adult education play in the field as a whole.

In order to remedy this the Cabinet in 1971 appointed a committee on adult education, which was charged with 1) defining the concept of adult education and its tasks in implementing the goals of modern educational policy and the drawing-up of a plan for an investigation to establish to what extent the existing system is capable of achieving the new objectives, and 2) the drawing-up of a proposal for the overall development of adult education and an estimation of the costs that the proposed measures would entail.

In its reports (1971 and 1975) the committee showed that the needs of adult education were much greater than what could be achieved by means of the existing system. The measures proposed by the committee, in order of urgency, were as follows:

1. Basic vocational education for the non-skilled and those with only a primary school leaving certificate.
2. Education imparting general basic skills to adults with a poor or deficient general education.
3. Basic vocational training for those who have an upper level general education, i.e. those who have a school leaving certificate from a junior secondary school.
4. Additional vocational education and training to help workers and the industry to keep pace with technological progress.
5. Education to impart the basic skills needed to engage in public life.

In addition, the committee made it clear that the first task of adult education, at present, is to offer basic and additional training aimed at a quick effective and stunting alleviation of growing unemployment.

The proposals put forward by the committee were extensive and called for a considerable increase in the funds allocated to adult education. However, before the report was published, the economic situation changed. It became apparent that all the plans proposed by the committee could not be realized. The renewal of the basic comprehensive and the secondary vocational education would have

entailed costs that would make it well-nigh impossible to carry out the proposed reforms with the funds allotted to education in the national budget.

In 1978 the development of adult education was brought to the fore once more. The Government then issued its decision in principle on the planning and development of adult education in Finland (Appendix 1). The basic principles put forward are the following:

a) The educational system will be developed on the basis of the principle of life-long education.
b) The adult education system wil be reformed so as to offer each citizen the right and the opportunity for the overall development of his talents and personality.
c) Adult education planning should place special emphasis on increasing educational equality.
d) The development of all sections of the adult education system will be continued. Nonetheless, taking into consideration both the different stages of development of these sections and the resources available, priority will be given to the development of vocational adult education.

The Government decision-in-principle does not entail any immediate reform of adult education. It only points the direction in which adult education should be developed.

This was the beginning of very thorough-going reformatory measures in adult education. The actual planning was assigned to a committee. A list of the main development projects carried out so far in adult education in Finland is annexed to this report. (Appendix 2)

2 THE SYSTEM OF ADULT EDUCATION

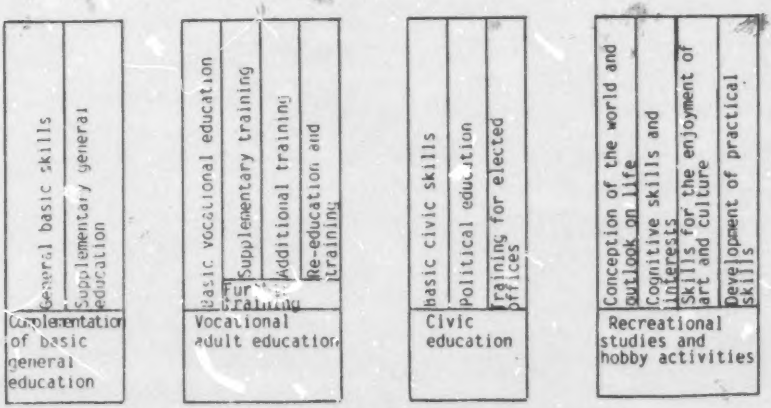
2.1 Task of the system

Historically, the impetus for adult education in Finland is to be seen in the desire to enlighten common folk. The initiators were often members of the intellegentsia. In the beginning adult education complemented a still deficient system of public education. This was true above all with regard to general adult education, but also applies to the birth of vocational adult education. The growth of industry required qualified labour. As there was no national vocational training of young people, industry had to invest in vocational education of its own. As the educational level of the people increased and basic vocational training became more common, the tasks of adult education partly changed.

Social and tehnological progress is so swift that even the best of childhood and youth education is not enough to last a lifetime. At the same time there has been an increase in the individual's opportunities and his wish for hobby and educational activities in his leisure hours. Adult education has become an important factor in the life-long intellectual growth of the individual.

Figure 2 presents the various tasks facing future adult education, as defined by the committee on adult education (1975).

Figure 2. Tasks of adult education



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Supplementary general education is seen by the committee as an important means of guaranteeing all citizens a sufficient basic general education and the skills needed for continued studies.

The first task of vocational education the committee sees as a means to help check and, if possible, prevent unemployment. The goals set to civic education is to provide citizens with the skills needed in participation in and influencing civic decision-making.

Spare-time studies and hobbies should stress the acquisition of the basic skills necessary to the individual in order to be able to profit from the services offered by the community and to develop his creative skills in accordance with his aptitudes.

The goal set by the committee to help develop practical skills is more difficult to fit into the overall system. The organizations for adult education have sprung more or less spontaneously from the needs of various groups. Adult education in Finland is therefore characterized rather by functional and organizational multiplicity than uniformity. Education and training in one and the same field of study may be imparted by organizations of very different types and each organization in addition to its main tasks and objectives also imparts education in fields of activity outside its own.

In this report adult education is grouped into sections according to sponsor organizations as follows:

1. General adult education
   Folk high schools, civic and workers' institutes (i.e. adult education institutes) and adult education by non-governmental cultural-educational organizations.
2. Vocational adult education
   Re-employment training, schools sponsored by industry and business, adult education programmes (courses), other education supervised by the National Board of Vocational Education and personnel training.

3. Other forms of adult education
   University-level instruction, evening schools, radio and television as well as other means of instruction.

2.2 Public supervision of adult education

2.2.1 Administration

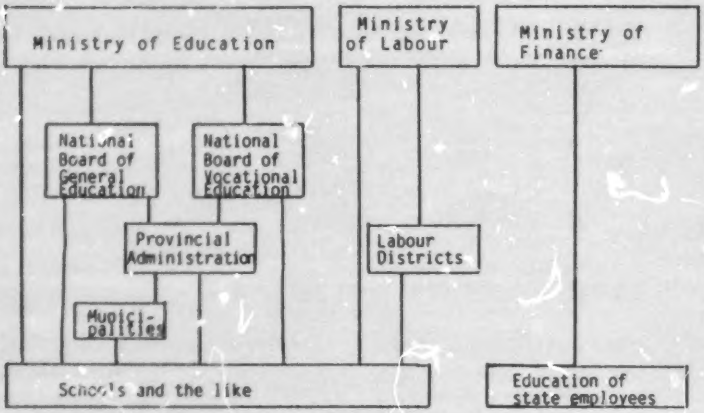
Administration of adult education in the early '70s has been aptly described by the committee on adult education in its report from 1971: "Adult education in Finland in fact lacks a uniform system in the sense that the administration does not form a co-ordinated whole and that there is no planned and systematic co-operation and division of labour between the different types of organization sponsoring the activity."

The situation has changed somewhat since then. Administration is still very diverse, but adult education is now being surveyed and piloted toward greater uniformity and co-ordination.

The administration of adult education is to a large extent subordinated to the supervision of the Ministry of Education. Adult higher education is directly under the supervision of the ministry. Administration of other adult education under the Ministry is governed by the National Board of General Education and the National Board of Vocational Education. The adult education department of the National Board of General Education is in charge of the civic and workers' institutes, the folk high schools, the study centres and the adult education, sponsored by non-governmental educational organizations subsidized from funds allocated in the national budget. The National Board of Vocational Education is head of most of the vocational adult education. Responsibility for the supervision of re-employment training is shared by the Ministry of Education, the National Board of Vocational Education and the Ministry of Labour. The Ministry of Finance is the co-ordinator of the training of government employees.

Administration may be described graphically as in Figure 3:

Fig. 3 Administration of adult education



2.2.2 Financing of adult education

Table 1 presents the figures showing the growth of state expenditure on the costs of adult education in 1970 - 85. As can be seen the growth of costs of adult education exceeds the overall average growth of state expenditure.

Due to the principles of drawing up the state budget the costs incurred by adult education cannot be examined as a totality. Adult education in Table 1 reflects, in the main, costs incurred by re-employment training and independent adult education.

The costs of adult education in 1983 are presented in the table 2:

Table 2. Costs of general adult education

	Total costs mill. mk	state share mill. mk
- workers' and civic institutes	313	212
- folk high schools	322	148
- education provided by non-governmental organizations	56	40
Grand total	691	400

Table 1. Growth of state expenditure in 1970 - 85

	costs million marks 1)				growth percentage			
	1970	1975	1980	1985 2)	1970 - 75	1975 - 80	1980 - 85	1970 - 85
Grand total of state expenditure	45 738	61 758	69 666	92 927	35	13	33	103
General education	4 145	4 829	5 159	5 831	17	7	13	41
Vocational education	1 427	1 747	2 188	3 029	22	25	38	112
Higher education	1 162	1 731	1 6 4	2 044	49	-7	27	76
Adult education	483	746	884	1 114	54	18	26	131
- general adult education	195	271	355	482	39	31	36	147
- re-employment training 3)	288	475	529	632	65	11	19	119

1) Figures for 1970, 1975 and 1980 have been converted to the monetary value of 1984

2) Tentative budget

3) Does not include economic aid to participants in re-employment training. In 1985 the figure was 372 million Finnish marks. The corresponding figure converted to the monetary value in 1984 was 16 million marks in 1970, 24 million marks in 1975 and 257 million marks in 1980

In 1983 the costs of vocational adult education supervised by the National Board of Vocational Education were as follows:

Table 3. Costs of vocational adult education

	costs mill.mk	state share mill. mk
- vocational course centres	828	707
- other schools specializing in adult education	203	48
- cost of courses incurred by other educational institutes	106	1)
- other costs	30[2)]	30
Grand total	1 167	1)

1) unknown due to budgeting techniques
2) share paid by the state

As can be seen in the above table vocational course centres and through them re-employment training has received special emphasis. About one third of the costs for re-employment training are subsidies and other benefits to course participants.

The cost of adult higher education to great extent forms part of the universities' general expenditure. It is therefore not possible to put forward any worth while cost estimates. The total costs of summer universities are approx. 22 million Finnish marks. Close to 60 million Finnish marks is spent on re-employment training at institutions of higher education.

The cost per student vary somewhat depending on the section of adult education. As a rule, tuition fees are very low. In many cases students also receive free study materials. Students can apply for economic aid toward full-time studies. This aid is granted for the most part as loans.

Students participating in re-employment training receive special study grants (a total of 372 million Finnish marks in 1983). Education and training in schools sponsored by industry and business

is for employees only. Students receive their wages and salaries during their term of study.

Tuition at civic institutes and folk high schools is gratuitous or the fee only nominal. Folk high schools are boarding schools and the students pay a fee for room and board. Tuition fees are low. Fees for adult higher education vary considerably.

The system for financing adult higher education is under development at present. As a rule, instruction is subject to a fee; in supplementary vocational training costs, in the main, are carried by the employer, in hobby-oriented education students themselves pay the expenses. Government supports this training activity within the limits of budget appropriations, the aim being to keep student fees at a reasonable level.

2.4.3 Freedom and obligations of adult education

Adult education is part of the social structure and fulfills certain social tasks. Bearing the freedom and obligations of adult education in mind, how it fulfills its task is an important consideration. Should the state fix the terms and the contents of the activity by law or should it be allowed to spring of its own accord from the free initiative of individual citizens, organizations and the various strata of society? On the other hand, activity that is subsidized from national funds, cannot be wholly independent of the source that supports it. Therefore society, when allocating funds, also wants to decide on the extent and framework of the various sections of the educational system that it supports.

The educational system needs to be developed as a whole. Therefore it is essential that public authority guides and regulates educational resources in a methodical and systematic way. Moreover, public authorities themselves own and run schools for adult education. Without the co-ordination of public authorities there is the danger of adult education becoming nothing more than unregulated activity of enterprising and well-to-do citizens.

Freedom and flexibility in adult education, on the other hand, is needed in order to counteract the regimenting influence of centralized planning and control. This makes it possible to take into account the beliefs and values of the individual and of groups, of local needs and other factors of this nature.

The freedom of adult education in Finland is of long standing. It is voluntary activity which springs from individual initiative and conviction. In the statutes of the nation the purpose of adult education is defined in relatively general terms and turns of phrase. Nor has society traditionally interfered by stipulating what subjects should be taught, what the content of the subjects should be or how they should be taught. Within adult education there has always been a very large freedom in the choice of educational content and teaching methods. The religious and ideological background of the organizations and associations sponsoring the schools have been allowed to be passed on freely in instruction.

For historical reasons, universities in Finland enjoy extensive self-government and autonomy with regard to tuition and research. Universities receive almost all their funds through the national budget. Thus government guides the development of higher education through its system of appropriations. There are very few statutes and regulations governing the content and structure of adult higher education. This means that the universities enjoy a great deal of freedom in deciding on the use of funds and the selection of educational target areas.

In vocational adult education freedom and obligations are not so easily defined. On the whole, vocational education supervised by the state, the freedom of the schools with regard to educational content is more regulated than in other forms of adult education. Especially in degree-oriented education, teaching is to a great extent regulated by national directions. The reasons for this lie in the nature of vocational training and the requirement that the school leaving certificates from the various schools and institutes within the same section be commensurate. This is

true above all with regard to examination requirements. Teaching arrangement have of late been allowed greater flexibility. The further training within vocational education on the other hand has to a large extent been unregulated and has sprung from its own needs.

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3 STRUCTURE OF ADULT EDUCATION

3.1 General adult education

3.1.1 The so-called civic and workers' institutes (adult education institutes)

The first workers' institute in Finland was founded in 1899. A few years later new institutes were being set up in the major towns of the country. In the 1920s and 1930s activity spread to include also minor townships and other more densely populated areas in the countryside. This development continued up to the 1960s. Today there are municipally owned civic and workers' institutes in every part of the country.

In 1962 legislation relating to State subsidies was renewed. The measures involved were very beneficial to the growth of activity. From the school year of 1960 - 61, the number of civic and workers' institutes doubled (from 114 to 239), and the number of students increased from 82 000 to 272 000. The 1970s were, in the main, a period of increased participation. In 1983 - 84 there were 278 institutes and close to 604 000 students. This is approx. 16 per cent of the country's population of people over 16.

The civic and workers' institutes are educational institutions for adults. Instruction is designed for students who are 16 or more or who have completed their compulsory schools. Instruction in music is an exception, accepting students also under 16 years of age.

Among the students at the civic and workers' institutes the group of 20 - 29 year olds is the largest, followed closely by those who are 30 - 39, making up 20 per cent of the total number of students. The majority of students are women.

The purpose of the institutes is to help students to improve their knowledge and skills and to broaden their views. Participation in the students' spare time has been made possible. Programmes may

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be constructed relatively freely from different areas of study, taking into consideration the various needs of the individual students. Of late, emphasis has been on subjects imparting general knowledge, practical skills and art.

The different structure of the population and the economy in rural areas compared to that of the urban districts makes itself felt in the study programmes offered by the various institutes. In towns, students very often have a longer school attendance behind them. In rural areas instruction emphasis is more on theoretical subjects (e.g. language studies). In the rural areas instruction is also more aimed at the attainment of manual skills (e.g. various forms of handicraft).

Until recently, vocational adult education was not considered to be one of the educational tasks of the civic and workers' institutes. However, in the past few years this has changed. Now the institutes also organize general education courses aimed at passing examinations. It has been considered necessary that civic and workers' institutes also in the future provide instruction to adults in comprehensive and secondary school courses and in subjects leading up to university credit in places, where there are no other schools for this purpose or where educational opportunities of this nature are otherwise limited. A few civic and workers' institutes have the right to issue comprehensive school leaving certificates.

The institutions enjoy a relatively large administrative autonomy. They have been relatively free to develop in accordance with local needs and conditions and to a large extent to decide themselves on matters pertaining to study programmes and other educational arrangements.

Most of the instruction is in the hands of part-time teachers, engaged to give individual courses. At present, there are close to 25 000 part-time teachers.

3.1.2 Folk high schools

The folk high schools are privately owned boarding-schools. The Danish educationalist N.F.S. Gruntvig is looked upon as the ideological father of Finnish folk high schools. The first folk high school in Finland was founded in 1889. Interest in this new school form grew very fast. In 1909 there were already 41 schools. Their task and purpose was to increase the level of education among the people.

Today the folk high schools may be grouped into four major categories depending on the ideological background of their founder associations:

- There are 34 purely Gruntvigian schools. These schools have not sprung from any political or religious movement. They are mostly schools catering to local educational needs.

- The Christian folk high schools (10) have been set up by various religious movements and organizations.

- There are 12 folk high schools founded by various social organizations (political parties and trade union organizations).

- Three folk high schools specialize in the education of the handicapped.

One of the characteristics of the folk high schools is their freedom and independence compared to the educational institutions within the other educational systems. Their freedom is largely due to the fact that they are the result of and are maintained by voluntary action. The folk high school system has developed from its Christian-patriotic origins to schools of varied ideological background. The schools also enjoy a relatively large pedagogial freedom in planning their instruction and in choosing subjects and study contents. In addition they have a considerable independence in seeking their own field of activity.

Formerly instruction was centred on long-term courses that lasted

for the whole winter season. Later short-term courses were included and today also vocational training is part of the educational programme.

Development of the number of students taking part in long-term instruction (9 months) and in short-term courses (3 days) is shown in Table 4.

Table 4. Students in the folk high schools in school years 1965-66 - 1980-81

school year	students	
	long-term instruction	short courses
1965 - 66	6 000	1 500
1970 - 71	5 100	7 100
1975 - 76	4 900	22 500
1980 - 81	6 600	30 400

The students taking part in long-term instruction are relatively young, the average age has risen somewhat in the past few years. More than fifty per cent are under 20. In 1971 - 72 they still made up 73 per cent. The age structure of the students participating in the short courses is considerably younger than that of those attending long-term instruction. The majority of students are women (c. 70 per cent of the long-term students and c. 63 per cent of the students taking part in the three-day courses).

The new Folk High School Act which came into force in 1984 emphasizes the folk high schools as educational institutions for adult education.

Traditionally, folk high school tuition has been directed towards general studies and the training of practical skills. Earlier instruction was training in the practical skills and supplementing students' general knowledge and skills.

Since the 1970s many folk high schools have taken on special tasks. Among these are training for work in organizations and education of the handicapped. Vocational education and training have recently

been included in their programme as has preparatory instruction for lower school leaving certificates and academic credit. A number of folk high schools have the right to issue comprehensive school leaving certificates.

Now that general and vocational education on the secondary level haven been broadened and the total number of young people is decreasing, many folk high schools have been forced to re-evalute their field of operation. Activity is more and more shifting toward short-term courses. Also vocational education has increased. As a consequence, the significance of the folk high schools as transmitters of the founder organization's ideology is decreasing.

3.1.3 Adult education imparted by organizations

The first cultural-educational associations in Finland were formed in the 1870s. At first they concentrated on publishing non-fiction literature. Emphasis shifted at the turn of the century, and in the 1920s the organizations were the chief initiators of our study circles, public lectures and correspondence courses.

The educational organizations are cultural and study associations founded by civic organizations. The oldest among them were study centres from the very start. Today the educational associations have study centres of their own.

As a result of flexible tuition arrangements and the ideologies behind them, the activity of these organizations is perhaps more clearly directed toward people of the working class than in any other form of adult education.

All study centres provide training for study circles instructors, long-term and short-term courses and lectures. The study centres have developed rapidly since the mid '70s. The reason for this is the renewal of the public financial aid system effected in the mid '70s. Now training of study circle instructors as well as course activity receive state subsidy, which they did not get before.

The study circle is the basic form of education practised by the non-governmental organizations. Any small group of students may form a study circle in the subject of their choice within a study centre.

As shown by Table 5, the number of study circles has steadily grown since the early 1970s.

Table 5. Number of study circles and students in the years 1971, 1979, 1981 and 1983

	1971	1976	1981	1983
Total of study circles	14 386	19 349	23 367	25 949
Total of students	141 879	182 883	210 546	231 671

The above figure indicate that approx. 5.5 per cent of people over 15 years of age in Finland take part in study centre activities each year. Study circles may vary considerably as to their educational content. Social studies form by far the largest group (c. 37 per cent). Their share is continuously growing. The second largest group are art subjects (c. 15 per cent). Also this group is clearly on the increase.

Anyone of the members of a study circle may be chosen as its leader. All study centres arrange courses to train these non-professional instructors thereby to make study in the group more effective. The length of these courses vary from two-three hour evening sessions to courses lasting up to five days. There are basic, introductory courses, courses in study circle subject, and continuation courses of varying scope and length.

The figures in Table 6 illustrate the growth of instructor training organized by study centres.

Table 6. Instructor training in the study centres 1976, 1981 and 1983

	1976	1981	1983
Total of courses (sessions)	355	829	1 188
Total of participants	6 848	16 862	21 858

The study centres organize lectures in collaboration with the sponsoring organizations. The subjects of the lectures follow the general outline of the subjects chosen by study circles. The number of lectures and attendance has also grown (Table 7).

Table 7. Number of lectures and attendance in 1976, 1981 and 1983

	1976	1981	1983
Total number of lectures	406	2 424	4 562
Total attendance	51 514	92 897	204 497

Course activity has been rapidly growing. Courses are short-term courses, their length varying from 6 hours to 7 days. Quantitatively course activity has grown as shown in Table 8.

Table 8. Course activity and participants in 1976, 1981 and 1983

	1976	1981	1983
Total of courses	923	8 571	7 998
Total of participants	27 229	221 633	208 294

The majority of courses has been in the field of social sciences (62 per cent of the total of course hours). Over the past few years, interest in music, art, practical skills, physical education and history has grown more rapidly than interest in other subjects. Development has followed the same lines as study centre activity as a whole: the growth of interest has been strongest in subjects of practical skills, theoretical subjects being only of marginal importance.

Correspondence courses have traditionally been a popular form of study in educational organizations. Students study the educational material on their own or in groups, answer questions in writing and get the feed-back from the teacher. There are four correspondence schools in adult education.

3.2 Vocational adult education

3.2.1 Re-employment training

Since the 1920s adult education has occasionally been used as an effective means of labour policy. In the beginning, activity was relatively scarce and disorganized. Vocational re-employment courses were permanently introduced in the 1950s as an alternative to public jobs for the unemployed. From then on labour and vocational education authorities jointly have directed the unemployed and those threatened by unemployment to vocational re-employment courses.

From the 1960s onward re-employment training has grown rapidly. In the mid 1960s re-employment courses were attended by some 4 000 students. In 1970 their number had risen to close to 10 000 and today more than 37 000 people attend re-employment courses. This means that today more than 1.5 per cent of the employed population attends re-employment courses each year.

In the 1960s there was a change also in the age structure of those attending re-employment courses. By the mid '60s more than fifty per cent of the participants were under 20. In step with the increasing vocational training for the young, unemployment training has more and more become a part of adult education. In 1970 the above percentage had dropped to less than 20 per cent Today almost all who take part in re-employment training are over 20 years of age. Of those participating, some 40 per cent are 30 or older. Training covers well various professions and occupations and all sections of the population (workers, officials and persons with an academic degree in primary production, industry and the service industries). The duration of the training is usually 6 - 8 months.

About 88 per cent of the re-employment training takes place in vocational course centres (42 course centres and 10 course divisions) specially set up for the purpose, 4 per cent in institutions of higher education and 8 per cent in other vocational institutions.

Vocational course centres have been set up since the late 1960s. Today there are centres in all parts of the country.

Re-employment training is, in the main, re-education or further and supplementary training of adults. The training is both vocational adult education and a labour policy measure to promote employment. In the '70s development was guided chiefly by considerations of labour policy. Emphasis was laid on quantity as well as on stabilization of educational standard. The goals set concerning quantity have in the main been achieved.

In the '80s emphasis in the development of re-employment training has been increasing the flexibility of educational opportunities and supply as well as on the continued revision of educational content. In 1985 and 1986 the right of decision in implementing educational measures will be delegated to the study centres themselves and to the local authorities. Resources within central administration will be concentrated on long-range overall planning and the development of adult teaching methods.

The structural model and the curricula of re-employment training have received their present form in accordance with the principle of education by modules. The greater part of the module curricula have already been drafted in such a way, that it is possible for adults at any time to select a study programme that meets their knowledge and skills at the given moment, their personal needs and the varying requirements of the labour market.

With regard to content, re-employment training to a large extent now meets the need of people of advanced specialization on the labour market. About one third of the training has been work training on the job. In the future a special effort will be made to make the training commensurate with the training afforded by other institutions of vocational education. At the same time education will be broadened by infusing it with general subjects otherwise taught only at schools imparting a general education.

3.2.2 Schools sponsored by industry and commerce

In the first part of this century there was very little vocational education for employees. To rectify this, industry began establishing schools for its own needs in the 1910s. The greater part of the now existing schools, however, were set up in the '50s, '60s and '70s. The schools founded by business are of a much later date. One was founded in the '30s, on in the '50s and the rest in the '60s and '70s.

Educational activity at vocational schools set up by industry has to some extent been modified now that vocational education offered by the community to young people has increased. Their task formerly was to turn young people into skilled labour. To some extent the basic vocational training imparted had traits typical of adult education: the students were adults or maturing employees and training took place interlocking with work on the actual job. At these schools, however, more and more courses of additional and supplementary training were arranged. In 1970 there were more supplementary and further education courses than basic ones and today training consists almost exclusively of a supplementary and further education courses.

The service industries education has been more centralized than in industry. In the wholesale and retail business the nationwhole central organizations and their training centres play an important role. In addition to supplementary and further education, employers to a large extent also sponsor the basic vocational training of shop assistants, which task now, owing to efficient training elsewhere, is diminishing. Each central organization for commerce has its own state subsidized and supervised school in charge of training in the field.

Today there are 47 industrial vocational schools and 10 business educational institutions in Finland. The schools set up by industry serve a twofold purpose. They arrange long-term (1 year) additional training for people who already have passed a final

vocational examination and a number of short term courses. Some 1 300 students attend additional training each year. The number of course participants exceeds 30 000. This is about 5.5. per cent of the total manpower in industry. The significance of these schools lies in their passing on new information on modern technology to people engaged in production.

In the schools set up by business training is a combination of supervised independent study and special training at some study centre. The number of long-term students per annum is c. 200. A little less than 25 000 students attend short-term courses each year. This is c. 8 per cent of the total manpower in the field.

3.2.3 Other course activity

As the vocational training of young people increases, the courses offered by the institutions of vocational education have been transformed. Earlier, the greater part of the courses offered made up for the participants' lack of basic training. Today training is mostly supplementary and lasts on average five days.

In 1970 the number of participants in courses of this type was in the neighbourhood of 25 000 people. In 1983 the number had grown to some 110 000 people. This is c. 5 per cent of all skilled labour. The courses are intended for people who already have passed an examination or who work in the field concerned. Their purpose is to supplement existing skills. The need of these so-called short-term courses is continuously growing. A difficulty has been that the schools arranging these courses have lacked the necessary teaching personnel.

The situation has improved over the past years. More than 50 new posts for directors of course-division have been established. Educational authorities have set it as their goal to increase the number of course-divisions by 15 per annum.

Over the past few years, the number of long-term (1 year or more) supplementary training courses has been effectively increased. The need of these courses, intended for vocational school graduates, is pressing in computer science and technology.

3.2.4 Other training supervised by the National Board of Vocational Education

Vocational adult education supervised by the state is also given in the form of evening classes at vocational schools, correspondence courses, apprenticeship training, and by counselling organizations. Examinations to establish formal vocational qualifications have been arranged. With a view to educating the entire adult population these educational measures, however, in terms of quantity are of little significance. They help in the sense that they broaden the supply of educational opportunities.

Approx. 40 000 people a year take part in training of the types mentioned above. This is 1.8 per cent of all skilled labour. The major part of those participating have completed their courses by correspondence (approx. 27 000 people).

Perhaps the least developed section in vocational training at present is independent study. The possibilities of education by means of the mass media have not been used very effectively and the opportunities to attend evening classes or to study as a private student have been few. These areas, however, will receive special attention in the future.

3.2.5 In-service training within employment

In-service training in industry and commerce

Adults employed by commerce receive their vocational supplementary training as in-service training organized by the employer. Part of the training is supervised by public authorities (training given at schools sponsored by industry and commerce, training given in co-operation with vocational schools and istitutes, training supervised by the Ministry of Industry and Commerce), part of it takes place as training within the corporation or as training organized by special private concerns (i.e. voluntary schools and institutes).

The Finnish Central Federation of Employers in 1979 made an inquiry concerning vocational training in industry. The inquiry showed that more than 800 000 non-subsidized study days for individual students were arranged in industry. In all, three study days per official and one per manual worker were organized by enterprises either within the undertaking itself or off the premises. The figure also contains time spent at orientation courses, on study trips and independent study paid for by the employer.

The extent and cost of education paid for by industry varies considerably from field to field.

Part of the personnel training in commerce takes place in the aforementioned special schools set up by commerce.

In-service training for employees in service industries either receives government subsidy, or is paid for in its entirety by sponsoring industry.

Training within commerce and the hotel and catering business takes place within the undertaking or is arranged either by trade organizations or by private institutions of education in the field concerned. Training in the banking and insurance sector is concentrated in jointly sponsored educational institutions admitting students from companies all over the country.

There are no reliable figures available of the number of participants in the personnel training courses arranged for business employees. Training has increased, however, over the past few years.

In-service training in public administration

Further training of government employees, in the main, takes place at the Government Study Centre. The Ministry of Finance directs and co-ordinates the training.

The Ministries, the Central Boards and the various government institutions plan, implement and supervise training required for their respective employees.

In 1981 the total number of individual supplementary study days in public administration was close to half a million. Of these 300 000 study days were used in supplementary training of worke and office employees. Almost three days per government employee were used in supplementary training. The amount of training per branch of administration varied greatly.

Municipal supplementary training takes place for the most part in centres owned by the central organizations of municipalities. Part of it is regional training and part made-to-order courses in various parts of the country. Some courses were arranged in the non-governmental institutions for adult education.

There are no statistics covering all the training arranged by the municipalities. In 1982 approx. 40 000 people participated in the training organized by the central organizations of municipalities. The Association of Finnish Cities has recommended to its members that a sum corresponding to 0.8 - 1.1 per cent of the salary and wage expenses be used for personnel training.

3.3 Other forms of adult education

3.3.1 Adult education through universities

The first endeavours to widen higher education to include also students lacking the required matriculation examination were made as early as a hundred years ago. The University of Helsinki started lectures for the non-matriculated in the 1870s. Before more systematic endeavours were made to develop open university instruction, non-registered students could receive higher-level instruction at summer universities and to some extent at lectures intended for the general public and could take private examinations.

The development of higher education in the 1960s and 1970s was governed by the growth of university students and the need to balance the educational supply regionally. Today there are 17 universities and 3 institutions of higher education in the arts in Finland with a total of about 88 000 students. 17 per cent out of each age group is thus admitted to an institution of higher education.

During the 1970s there was an increased need for development of supplementary higher education. Various reasons have been advanced for this need. Among these are:

- in accordance with the principle of lifelong education all citizens are to have the opportunity to study also at the university level, and study opportunities are to be arranged in a suitable manner for employed adults (continuing professional education),

- those who already have university degrees need information on recent advances in their fields in order to perform competently in their professions (academic updating),

- with increasing unemployment, academic unemployment has also become a problem which can be partly alleviated by arranging study opportunities,

- an attempt should be made to apply the results of scientific research as quickly and variedly as possible.

The development of supplementary higher education in Finland has progressed on two levels. On the one hand, several committees in the Ministry of Ecuation have worked out plans for supplementary education and the principles of development and national goals for its various forms, and have prepared specific plans for certain areas. On the other hand, the universities have on their own initiated trial supplementary education programmes, to some extent independent of nation-wide plans. This has been possible since, although all Finnish universities are owned by the state, they enjoy extensive powers of self-government.

The present state of supplementary higher education

Activity in the field of supplementary higher education in Finland can be divided into the following categories, on the basis of goals and types of activities.

- open university education,
- supplementary education courses, which usually are short courses designed to maintain academic abilities or to provide information concerning recent research results,
- supplementary education programmes designed to promote the generalization or specialization of professional and scientific preparation,
- re-employment training, the primary purpose of which is the support of public employment policy.

Supplementary education has been developed in varying ways by different universities. For this reason no clear and consistent statistical picture of this activity has emerged. Thus, it is necessary in this report to attempt to describe supplementary education activity in the following very crudely defined categories:

- Open university education: in 1982 instruction was available in approximately 50 subjects, and approximately 15 000 students participated. Of these, half studied in summer universities functioning in connection with regular universities. The other half took part in instruction organized by universities themselves or in co-operation with adult educational institutes. Thus a total of 0.6 per cent of the adult population in Finland participates in open university education. In addition, the Finnish radio broadcasts instruction in various subjects, but the number of participants in this type of instruction was not recorded.
- Supplementary education courses: the number of such courses has increased extremely rapidly during the past few years. In 1982

the universities organized approximately 400 short courses of generally one week or less duration, in which approximately 10 000 students took part. Participation comes to 0.4 per cent of all over 20 in the total population. The greatest number of courses were arranged by the Universities of Helsinki and Tampere, but the increase in activity has been brisk also at the smaller universities. The greater part of our universities today has a special centre for supplementary education.

- Supplementary education programmes: only a few programmes have been offered to date. Commercial colleges have offered some management programmes and technical colleges some social planning and informational supplementary education programmes. Activity is only beginning in other areas. Accompanying the development of separate supplementary education programmes, there has been an increase in the need to group short supplementary education courses into unified programmes of study. The number of students in supplementary education programmes is between 400 and 500.

- Re-employment training is a special form of supplementary education and labour policy. In 1983 the Finnish universities organized approximately 60 broad re-employment training programmes, in which more than 1 200 academic-unemployed received specialized professional training. In addition, attempts are being made to affect employment policy indirectly by means of entrepreneurial training aimed at developing small businesses. Approximately 500 students participated in such entrepreneurial training in 1983. The most broadly developed re-employment training programmes are found at the Universities of Helsinki and Oulu.

Summer Universities

Summer universities form a separate study system linked to the system of higher education. Certain features of the summer universities resemble the open universty system in some countries. No formal base line requirements is set up for the students. Summer universities offer primarily three types of courses: courses that

meet the course requirements of regular institutions of higher education, vocational supplementary education courses, and courses complementing upper secondary school education. The old university grades and the new study periods may be completed in summer universitites, but degrees may not be taken. The main operational period is between June 1 and August 31, although recently summer universities have to some extent organized courses and examinations also outside the summer term.

Organizationally summer universities are registered associations whose sponsors are primarily local institutions of higher education associations, provincial associations, municipalities, and individual institutions of higher education. The regular staff of summer universities is generally very small, and the teachers are usually permanent teachers on the staff of institutions of higher education.

About 45 000 students study each summer in 21 summer universities. less than one-third are regular students in institutions of higher education, more than one-third are students in in-service training working in various occupations, and the rest are upper secondary school students, people who study as a hobby and other smaller groups.

3.3.2 Evening schools

The first evening school leading up to a upper secondary school leaving certificate was founded in Helsinki 1927. The idea spread relatively quickly so that in 1946 there were 13 secondary schools arranging evening courses. In 1970 - 71 the number of evening schools had risen to 25. The 1970s was time of rapid expansion. Today the number of evening schools is 43.

The growth of the activity is mirrored also in the number of evening school students. In 1970 the number of students totalled 8 500, but in 1981 there were already more than 14 000 students (0.4 per cent of all over 15). There has also been a change in the ratio of comprehensive and secondary school students. In the

mid 1970s the former formed still more than 50 per cent of all evening school attendance. Today upper secondary school students constitute almost 2/3 of all evening school attendance.

The purpose of evening schools is to provide adults and young people a general education leading to a school leaving certificate. Of old this has meant the completion of the syllabus fixed for comprehensive or upper secondary schools. A central goal has been the promotion of overall educational equality.

The new Evening School Act coming into force in 1985 stipulates for part of evening school instruction to be provided by correspondance courses or via the mass media.

Some of the evening schools are independent units, some work as extra division of ordinary day schools. All evening schools are supervised by the educational committee of the municipality, where they operate. This arrangement has meant that evening schools have often been seen as part of the education of young people and not as an integral part also of adult education.

Sixty-five per cent of the students attending evening school are between 15 and 24. About thirty-two per cent of the students are 25 - 39.

3.3.3 Other forms of adult education

Other forms of adult education are the programmes broadcast by radio and television and a special examination system for adults. A large propotion of adult education takes place outside government supervision. To this group belong the training within employment arranged by employers and education arranged by privately owned institutions.

The Finnish Broadcasting company, which is mainly responsible for radio and TV broadcasting in Finland, has in its charter been given the obligation to promote the education of the people.

The radio broadcasts annually about 200 hours of educational programmes intended for adults, the corresponding figure on TV

being 100 hours. Close to one half is language instruction. The programmes broadcast by the Finnish Broadcasting company are often supplemented by correspondence and local courses arranged in collaboration with adult education organizations.

An Examination Committee for Adults was set up in 1969. Its purpose is to arrange nation-wide examinations for adults. Today the committee arranges language examination once a year. In 1984 there were examinations of different levels of achievement in nine foreign languages. The committee twice a year offers interested adults the possibility of passing examinations in one or several subjects taught in comprehensive school.

Other examinations have also been arranged. In 1983 close to 5 000 people participated in exams arranged by the committee. Half of them took language examinations.

In addition to the organizations discussed above there are several privately owned adult education institutions open to all, but operated on business principles. They arrange a large variety of courses. Many of them are language institutes or typewriting schools.

Finland also has a regionally dense library network offering everyone the possibility of independent studies and self-improvement. There are about 1 600 municipal or institutional libraries and about 200 mobile library units. 40 per cent of the population annually loan books from the libraries, the loan mean per client being about 40 books per annum. More than 20 per cent of the book loans are for non-fiction literature. In addition to the libraries already mentioned, there is a relatively dense network of research libraries. More than 1.5 million volumes are loaned annually from these libraries.

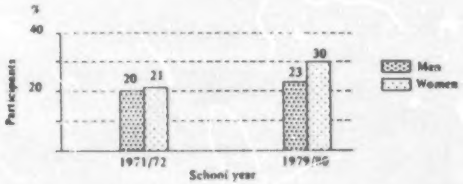
4 PARTICIPATION IN ADULT EDUCATION

4.1 Extent of participation

Comprehensive surveys have been made to map the extent of participation in adult education in Finland. One survey was made at the University of Tampere to determine participation in adult education in Finland in 1971 - 72.

The Central Statistical Office of Finland made a corresponding investigation for 1970 - 80. The growth of adult education is shown in Figure 4.

Figure 4. Participation (in adult education) in the school year of 1971 - 72 and 1979 - 80 according to sex



Since the '70s the number of female participants has steadily increased. In 1972 fifty-nine per cent of all Finnish adults had participated in adult education at some time or other. Eight years later the figure had risen to 72 per cent.

Participation in adult education in the period Sept. 1, 1979 - Dec. 31, 1980 was commonest in the age group 25 - 29 (49 per cent). In the age group 30 - 34 participation was only a few per-cent less. With progressive age, participation decreases. However, as many as 13 per cent of the country's pensioners participated in adult education in the above period.

Participation was keenest among those who had received the most education in youth. More than 60 per cent of those with academic degree participated in adult education in the period mentioned.

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whereas the corresponding percentage of untrained workers was only 15 per cent.

In the 1970s participation in adult education has to a large extent evened out. Yet participation in towns (especially in the metropolitan area) is a little more common than in the rural areas. Regional differences are bigger with regard to participation in vocational training than with regard to participation in studies in general subjects (e.g. social sciences) and hobby-oriented education.

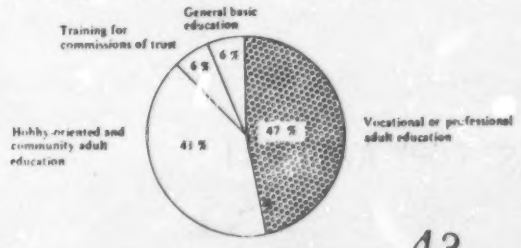
Although regional differences have lessened in the 1970s, social differences have broadened in part due to the vigorous increase of vocational education. People that are active in one are usually active also in other areas. Those who have participated in education arranged by their employers are very active also in free time education, organizational work and vice versa. On the other hand, those inactive in one section usually remain so in all sections of education.

4.2 Participation in adult education according to section of education

The grouping of adult education above is the one suggested by the adult education committee. In the investigation carried out by the Central Statistical Office of Finland a very similar grouping has been used. In the following the grouping introduced by the statistical office will be used.

According to the number of courses the participants in adult education may be grouped as shown in Figure 5.

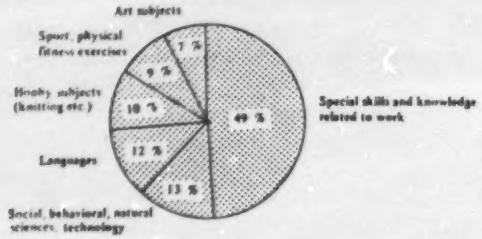
Figure 5. Participation in study course according to purpose of study in 1.9.1979 - 31.12.1980



Participation in vocational adult education and in appointed representative education is equally popular among men and women, whereas almost 70 per cent of those participating in hobby-oriented education and in education supplementing basic general education are women.

Adult education may also be examined from the viewpoint of the subjects taught and the subject area. The structure is shown in Figure 6.

Figure 6. Subject of study in 1.9.1979 - 31.12.1980



The participation of women has increased significantly more than that of men in all sections of adult education. Despite the fact that women have less spare-time than men, they have long been studying subjects taught in comprehensive and secondary schools more actively than men.

Participation in adult education during working hours is shown in Table 9.

Table 9. Participation during working hours 1.9.1979 - 31.12.1980

	Distribution of time spent in education during working hours (%)
Vocational training	69
Supplementary general basic education	2
Appointed representative training	29
Hobby-oriented or social education	1

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The greater part of participation in adult education thus appears to take place in students' free time.

Of those participating in vocational adult education about 50 per cent did so on their own initiative and some 50 per cent at the suggestion of their employer. 90 per cent of those supplementing their basic general education did of their own accord. 45 per cent of those participating in appointed representative education to prepare for elected officies did so on their own initiative, 31 per cent took part at the request of their respective trade union. 91 per cent of those taking part in hobby-oriented and social education did so of their own accord.

The main reasons for participating in adult education given by those interviewedwere the following: updating of vocational skills, (84 per cent) general interest (65 per cent), at employer's request (47 per cent). Reasons like better pay (21 per cent), rationalization and automation (15 per cent), unemployment or impending unemployment (7 per cent) did not play any very signifigant role.

When counting the number of courses, employers were the chief organizers (63 per cent) of vocational adult education. Educational institutions arranged only 21 per cent of all courses. When the criterion used is course length the situation looks very much different. The courses arranged by the employers are relatively short. The educational institutions, on the other hand, also arrange long-term education for adults. Thus, when counting the number of attendance days, the educational institutions arrange well over two thirds of all adult education, whereas the share of the employersponscred courses is one third.

Counting the number of courses arranged in hobby-oriented and social education, the educational institutions represent 74 per cent, the associations 18 and other organizers 8 per cent of all adult education.

4.3 Factors hindering participation

Characteristic of those, who do not participate in adult education,

is that they usually are more advanced in age, have a shorter general and vocational education behind them than those who participate in education for adults. There are more men than women among the non-participants. There are fewer officials and more pensioners, private enterprisers, workers, housewives etc. among the non-participants than among those who participate. Also regional factors come into play. There are relatively more non-participants among those living in rural areas and outside the metropolitan area.

The non-participants stated as their main reason for not participating - according to the investigation made by the Central Statistical Office - advanced age/bad health, lack of time and lack of interest in book-learning. An interesting factor was that the higher the educational level of the person interviewed, the more often he gave lack of time as his reason for not participating.

Lack of time, in general, was the main reason stated for not participating in adult education. Other reasons in their order of importance were distance to the nearest educational institution, tiredness after the day's work, rush at work, and other interests.

5 POSITION OF LINGUISTIC MINORITIES

According to the Constitution the national languages in Finland are Finnish and Swedish. In the Constitution provisions have been made for the fulfilment of the cultural and economic needs of the Finnish as well as the Swedish speaking population on equal terms.

Of the whole population 4.5 million or 93.5 per cent speak Finnish as their mother tongue, 6.3 per cent (0.3 million) speak Swedish and 0.2 per cent (10 000) some other language. Of the last mentioned, the most important group are the Lapps with a populations of 1 300. In chapter 6 mention is made of the gypsies, who form a cultural and linguistic minority of their own.

The Swedish speaking population is concentrated mainly in the coastal areas of the south and the west of the country. About 55 per cent of the Swedish speaking population live in municipalities that have a Swedish speaking majority.

The position of the Swedish speaking population is strong both with regard to school administration and to education. The National Boards of General and Vocational Education both have a department for the education of Swedish speaking Finns. Finnish speaking children commence their studying Swedish, and Swedish speaking children Finnish, already in comprehensive school.

In the various sections of adult education, there are courses taught in Finnish as well as in Swedish. These educational provisions have been meant that language does not form an impediment to education. This is important in view of the rights stipulated in the Constitution.

There are about 4 500[1)] Lapps in Finland. In a report to Parliament in 1983 regarding cultural policies the government laid special emphasis on the importance of preserving and promoting Saame culture and the Saame language. Two institutions for

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1) 1 300 people speak Saame as their mother tongue.

adult education have been founded in the Lapp district: the Vocational Training Centre for Lapps and the Christian Lappish Folk High school. In addition, the regional radio of Lappland broadcasts educational programmes in Saame.

6 MISCELLANEOUS GROUPS

Under miscellaneous groups in adult education we here include very divergent groups such as the gypsies, the handicapped and prison education.

There are close to 6 000 gypsies in Finland. Until a few years ago one third of the adult gypsies were illiterate and only 20 per cent of the gypsy population had completed their basic general education. In the government report mentioned earlier, special reference was made also to the gypsies. Adult education among the gypsies has steadily increased since the early '70s. Annually 60 - 70 gypsies have attended courses at vocational training centres. The corresponding figure at civic and Workers' institutes has been about 50 per annum. To render adult education among gypsies more effective speacial allocations have been included in the annual national budget.

The education of the handicapped was concentrated in special schools for the handicapped for a long time. Today the handicapped, whenever possible, are educated in ordinary schools for "non-handicapped". Depending on the degree of their handicap, students may pursue in the adult education of their choice. The possibilities of a number of educational institutions to receive handicapped students have been considerably improved, and, for the seriously handicapped, there are special schools that also admit other students. In all sections of adult education, there are study opportunities for the handicapped. There are special provisions in the annual national budget to facilitate adult education among the handicapped. Annually 1 000 - 1 500 handicapped and chronically ill students, whose education call for special arrangements, participate in adult education. In general, adult education, especially the folk high schools, has done much to improve the educational possibilities of the handicapped. Some new folk high schools in addition to some special schools have been set up for the handicapped.

There are some 5 000 persons serving their sentences for criminal offences in Finland. The majority of our prison inmates are 21

to 34 and about 70 per cent of them lack vocational training. Inmates have, to some extent, been offered training in various sections of adult education. Vocational training and the completion of comprehensive school or secondary school have been alternatives to work duty. A goal has been to give prisoners a better chance of making a new start, once they are released from prison. With the exeption of one vocational school there are no special schools for prisoners and their training has been in the hands of regular educational institutions, more specifically the civic and workers' institutes and the vocational study centres. In reality, the study opportunities are less than the actual demand. Reasons for this are the difficulty inmates find in obtaining the necessary leaves of absense, the lack of knowledge of special tuition among teachers, and deep-rooted prefudices.

7 RESEARCH

Pedagogical research in Finland has concentrated on comprehensive schools and secondary schools. Research in adult and vocational education has been considerably less.

Research in adult education for a long time, up to the 1970s, was centred on the University of Tampere which has a special institution for adult and youth education. From the 1970s onward, research in adult education has been done also at other universities. Many organizations for adult education have themselves sponsored research projects, often in collaboration with some university.

The Adult Education Committee emphasized the significance of increased research and research resources. The costs of research in adult education came to 5 per cent of the money spent on research in the early '70s. Progress, in this respect, over the past decade is not what it should have been.

According to a survey made by the University of Tampere only 17 research projects were being carried out in the period examined (1978 - 81). Of these projects, 5 concerned general adult education, and 6 were investigations involving several sections at once.

Research reports are printed in the publication entitled Adult Education in Finland and issued by Kansanvalistusseura (Finnish Society for Popular Culture) four times a year.

8 POSITION AND TRAINING OF ADULT EDUCATION TEACHERS

The number of permanently employed adult education teachers has substantially increased in the past twenty years. Nonetheless, the majority of adult education is still in the hands of part-time teachers.

There are more than 7 000 permanently employed teachers with the various sections of adult education. Of these, approx. 1 100 are employed by the folk high schools, civic and workers' institutes and study centres. At the vocational course centres and the educational istitutes set up by industry and commerce there are more than 2 000 permanently employed teachers. The number of instructors employed by private entrepreneurs has also vigorously increased, being today close to 3 000.

The number of part-time teachers and lecturers by far exceeds the number of permanently employed teachers. There are 3 300 part-time teachers and lecturers at the folk high schools, more than 25 000 at the civic and workers' institutes and over 2 000 at the schools set up by industry and commerce.

The requirements for teachers and their training vary considerably depending on their area of teaching. In the statutes regulating government subsidies, formal requirements are stipulated for headmasters and permanently employed teachers at the folk high schools and the civic and workers' institutes. Basic requirements are completed teachers' training or an academic degree, in addition to credits received in school pedagogics or in adult education, as well as teaching and administrative practice, respectively. Evening schools have the same requirements as day schools. Teachers at the vocational course centres are trained at vocational teachers' training institutes. As a result of the very swift expansion of the various courses, the teachers in the institutions concerned very often lack formal qualification.

From the early 1930s onward it has been possible in Finland to study adult education for credit at a university. Today it is also

possible to major in it at the universities of Tampere and Helsinki, which both have a chair in adult education. In past few years, interest in this subject has grown considerably.

9 INTERNATIONAL CO-OPERATION

Bilateral co-operation between Finland and other neighbouring countries has been very active in the field of adult education.

Co-operation in education between the Nordic countries is of long standing. In connection with the Secretariat for Nordic Cultural Co-operation there is a special working group in adult education. Co-operation between our countries also includes a joint Nordic institution for adult education.

Finland and the Soviet Union have for many years had regular meetings for teachers in adult education.

Finland has educational co-operation also with Unesco, the CDCC and the OECD.

Meeting between teachers in adult education have usually been arranged as an exchange of delegates. Regular exchange in the field exist between Finland and Austria, Bulgaria, Chechoslovakia, the Democratic Republic of Germany, the Federal Republic of Germany, Hungary, Poland, the Soviet Union and the United Kingdom.

The Association of Finnich AJult Education Organizations annually organizes a seminar on varying themes entitled Meeting in Finland, where representatives of adult education from various countries have had the chance to meet and exchange experiences and learn of new developments and also to put education for international understanding into actual practice. For the last ten years representatives of the developing countries have also attended these seminars.

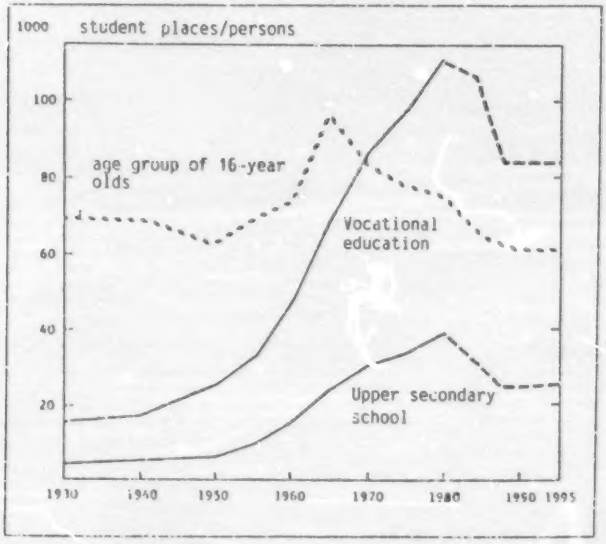
The Association of Finnish Adult Education Organizations has set up, in collaboration with the ICAE, an international network for peace education in order to promote peace as an integral part of adult education. In 1984 the network comprised about 800 members in 68 different countries. The Association acts as a co-ordinator, publishing a Peace Newsletter /Rauhankirje in Finnish and English twice a year. It is mailed to all members and to adult education organizations in 80 different countries.

10 ADULT EDUCATION AND NATIONAL RESPONSIBILITY

Adult education is bound by strong ties to the world and social structure in which we live. In Finland, this is seen very clearly in the changes that have been effected in adult education in the past hundred years. At the beginning of the century, the fundamental idea in adult education was education of the masses. At the same time, adult education provided a means for many to improve their social standing. Today, the situation is somewhat different. The standard of general education has risen and the task of adult education no longer consists of patching up a deficient education among young people. On the contrary, adult education seems to insterest most those people, who already have a good education.

The growth of the standard of general education in Finland is shown in the diagram below:

Figure 7. Number of student places in secondary education and the size of the age group of 16-year olds in 1930 to 1995



From 1970 onwards, there have been more student places in vocational education than there have been 16-year olds. The vigorous growth of education, however, has given rise to new problems. The over 35-years olds have received comparatively less education than the age groups entering the labour market today. An education gap is forming between the young and their parents. As social and technological changes are swift, this may have dire effects on the labour market. One of the tasks facing adult education is therefore to lessen this generational gap.

Also within an age group, education tends to accumulate in individuals who already have a good education. This is partly due to the demands of the work tasks set before them. Basically, it is a matter of differences in the way of life and the degree of socialization of those concerned. Some population groups, as a result of their social background and education, have long traditions in the use of cultural and educational services and the production of these services. In other groups of the population these traditions are fewer. In view of the principle of educational equality, it is important that special emphasis is put on the many-sided development of the students' personalities not only in youth education but also when educating adults. Social and educational equality presupposes that special attention is given to those who have the least education and the most difficulties with motivation and learning. In adult education this means firstly, that such education forms be favoured (e.g. re-employment training and education of special groups) as take into consideration this section of the population. Secondly, it means that in all educational organizations recruiting methods as well as teaching methods should be developed.

A third, very fundamental consideration in adult education is regional assessibility. Part of today's educational supply meets these demands. The network of folk high schools, for instance, adequately covers the whole of the country. As a result of the differences in the demand for education, the supply of education in population centres, is naturally more varied than in the rural areas. As regards educational equality, it is therefore of the

essence that the situation be improved also in the sparsely populated areas of the country. For this reason education by correspondence courses or via the mass media should be developed.

As the system of adult education has developed and international interaction greatly increased, people working in adult education have more and more begun stressing matters concerning the goals and content of adult education. The recommendations, made by the Conference on Adult Education in Tokyo in 1972 and the 1976 General Conference of Unesco in Nairobi, have given rise everywhere to extensive discussions especially on environmental problems and world peace.

In adult education, a lot of study material has been produced on structural violence, the risk of war, global famine, the destruction of the environment and other similar problems. The use of problem-oriented teaching methods has spread and interdisciplinary themes have been introduced to improve education for international understanding in adult education. The broadening of educational content towards global problems will continue in conformity with the recommendations made by Unesco.

APPENDIX I

THE GOVERNMENT DECISION-IN-PRINCIPLE ON THE PLANNING AND DEVELOPMENT OF ADULT EDUCATION IN FINLAND

The Government of Finland has, at the request of the Ministry of Education, decided upon the following principles to be used for planning and developing adult education, and integrating it into the rest of the educational system.

a) The educational system will be developed as a whole, on the basis of the life-long education principle, closely integrating the various stages and forms of schooling, and allowing opportunities for systematic and flexible study for all age groups. A strong unified foundation for carrying out life-long education will be created in the school system. The education that properly belongs to the periods of childhood and adolescence will not be shifted on to adulthood referring to adult education facilities. Instead, adult education will be developed from the life situation and needs of adults, taking into account the present situation and the reforms occurring in basic, secondary, and higher education, as well as existing deficiencies with their consequences.

b) The adult education system will be reformed to offer each citizen the right and the opportunity for the continuous, many-sided development of his personality, as well as opportunities for acquiring, complementing, and renewing the necessary knowledge and skills, which will the individual to participate in working, social, and cultural life.

c) The planning of adult education will place special emphasis on increasing educational equality. Attention will be focused especially on those who have received the least education, on the encouragement of their study activities, and on securing and improving their opportunities to study.

d) The development of all the working sectors in the adult education system will be continued. Nonetheless, taking into

consideration both the differrent stages of development of these sectors and the resources available, primary emphasis will be placed on the development of vocational adult education. Further, emphasis will be placed on the importance of complementing the general basic education as well as on developing civic and social studies. Hobby oriented education will be further developed with special focus on qualitative aspects.

In accordance with the above principles and taking as the basis the work of the Adult Education Committee, the Government considers the following measures necessary:

1) That adult education which is either basic vocational education or vocational retraining in character will be reformed both in goals and in contents into an educational system that will provide sufficient general knowledge, meet the demands of working life, and make vocational mobility possible. Priority will be given to the reform of adult vocational education on the school level.

2) A system of vocational complementary training and further training for adults covering all occupational groups will be created to help maintain and develop the abilities required by the changing demands of working life.

3) Opportunities for adults to renew and improve their basic abilities in general, cultural, and educational areas will be increased. In this connection, opportunities for adults to learn the comprehensive school and upper secondary school curricula will be made more flexible. Opportunities for acquiring knowledge and skills related to the adults' rights and duties as citizens and members of society as well as for promoting participation in international interaction will also be developed.

4) The reorganization of adult education must be examined with a view to the overall educational system. Main emphasis will be laid on making an inventory of the existing resources and a more efficient use of them, on a specification of the tasks of the various sectors, and on the development of cooperation. New organizational

structures will be created whenever the defined goals cannot be achieved by developing the already existing structures. In this connection a study will be made of the most appropriate application of distance education and the open university in our country.

5) As far as economic resources allow, a system of social study support enabling effective studying will be created for the adult population, keeping in mind the goals of adult education policies. The working population will be offered opportunities to take study leave from permanent employment without endangering income whenever work so requires and considering the possibilities afforded by commerce and industry.

6) Adult education with fixed objectives will be developed so that the achievements gained through adult education can be compared when needed with those gained through the school system. Evaluation methods will be developed so that the knowledge, skills and abilities gained in practical working life and outside the school system can also be considered.

7) The education of adult educators will be built up on a basis of problem-oriented pedagogical approaches derived from the life situation of adults. The training programme will be developed so that the trainees will be able to work in versatile duties in different sectors of adult education and as teachers in the school system.

8) The development of adult education will be based upon continuing research and experimentation. Scientific resources will be increasingly directed toward the areas of adult education. The basic knowledge in the field will be gathered and analyzed in a way that will benefit the overall planning of education.

9) An investigation has to be made of the division of the financial responsibility for adult education between the State, municipalities, employers, organizers of the education, and those being educated. In the allocation of public funds, particular attention will be given to the relationship between the economic input available for schooling, and the educational output of programmes arranged

according to set objectives. Subsidies will be allocated with more attention being focused on the objectives and output of the training than the educational organization.

10) Overall responsibility for the development of adult education lies with the Ministry of Education. A study will be made of the appropriate division of administrative responsibility between different sectors and levels of administration. The development and planning organization in adult education will be reinforced within the central administration. The regional administrative level in the different working sectors of adult education will be developed into as integrated a whole as possible. Municipal level administration will be developed so that adult education can be treated as an integrated part of the municipal educational system.

The basis for making the development of adult education part of the educational system is created by this decision-in-principle. Furthermore, effors will be made to direct adult education to relieve current economic and employment problems.

A body of experts will be appointed to assist the Ministry of Education in the development of adult education. The reform work will be implemented gradually, and, primarily, by concentrating and reallocating existing resources, according to the decision-in-principle. The Ministry of Education will make separate decisions concerning measures which entail additional expenses for the State on the basis of presented cost estimates.

The Government calls upon the Ministry of Education to take immediate steps to carry out the measures ensued by this decision.

APPENDIX 2

MAIN DEVELOPMENT PROJECTS IN ADULT EDUCATION

Work began		work was finished
1971	Adult Education Committee	1975
1978	Government Decision-in-Principle on the Planning and Development of Adult Education	1978
1979	Adult Education Development Consultant Body and Executive Group	1984
1980	General Plan for the Development of Adult Education	1980
1979	Folk High School Committee	1982
1979	Open University Committee	1981
1980	Adult Education Cost Analysis	1983
1980	Adult Education Resource Analysis	1984
1980	Analysis of Comprehensive School and Secondary School Curriculum Completion by Adults	1982
1980	Analysis of Participation in Adult Education	1983
1980	Adult Education 'Image of Man' Project	1981
1980	'Principle of Equality in Adult Education' Project	1982
1980	'Adult Education and Labour Force Policy Relationships and Interaction' Project	1981
1980	'Adult Education Planning Concepts' Project	1981
1981	Background Memorandum for Adult Vocational Training Projects	1981
1981	Basic Vocational Training for Adults Committee	1983
1981	Adult Further (Vocational) Training Committee	1983
1981	Adult Education Study Support Committee	1983
1981	Cultural-Educational Organizations Committee	1983
1981	Mucipal Adult Education Committee	1983
1982	Lifelong Education Committee	1983
1985	Council for Adult Education	at work

PUBLICATIONS OF THE FINNISH NATIONAL COMMISSION FOR UNESCO

No. 1 Aikuiskasvatus ja yhteiskunnallinen muutos. Helsinki 1973

No. 2 Kemialliset ja biologiset aseet. Helsinki 1973

No. 3 Kulttuuriyhteistyö Euroopassa. Nykytilanne ja näkymät. Helsinki 1974

No. 4 Uudistuvat yhteiskuntatieteet. Helsinki 1974

No. 5 Kulttuuriyhteistyön ongelmia. Helsinki 1973

No. 6 Ympäristökasvatus. Helsinki 1975

No. 7 Raportti joukkotiedotuskasvatuksesta. Helsinki 1975

No. 8 Afrikkalainen kirjallisuus tänään. Helsinki 1975

No. 9 Taide- ja kulttuuriohjaajien koulutus. Helsinki 1976

No. 10 Monikansalliset yritykset. Helsinki 1975

No. 11 Kansainvälisyyskasvatus. Helsinki 1976

No. 12 Research, Education and Information on Disarmament. Helsinki 1976

No. 13 Uusi kansainvälinen tiedotusjärjestys. Helsinki 1978

No. 14 Kulttuuri-identiteetin ongelmia: suomalaiset kulttuurivähemmistöt. Helsinki 1978

No. 15 Joukkotiedotuskasvatuksen yleinen opetussuunnittelumalli. Helsinki 1978

No. 16 Rauha-kehitys-tulevaisuus: kansainvälisyyden haaste korkeakouluille. Helsinki 1980

No. 17 Lapsi – yhteiskunta — lainsäädäntö. Helsinki 1981

No. 18 Participation, needs and village-level development. Helsinki 1981

No. 19 Needs, participation and local development. Helsinki 1981

No. 20 Cultural pluralism and the position of minorities in Finland. Helsinki 1981

No. 21 The Development of Cultural Policies in Europe. Helsinki 1981

No. 22 Education for International Understanding in Teacher Education. Helsinki 1982

No. 23 Education for International Understanding and Educational Curricula. Helsinki 1982

No. 24 Le developpement des politiques culturelles en Europe. Helsinki 1982.

No. 25 Kehitykseen soveltuva suomalainen tiede ja teknologia. Helsinki 1983.

No. 26 European Preparatory Meeting for Unesco's Conference to Promote Education for International Understanding. Helsinki 1983.

No. 27 Multilateral Evaluation of History and Social Studies Teaching Material. Helsinki 1983.

No. 28 Kulttuuripolitiikan kehityksestä Euroopassa. Helsinki 1983.

No. 29 Vernacular Architecture — L'Architecture Vernaculaire, Helsinki 1984.

No. 30 Unescon ystävyyskoulutoiminta. Helsinki 1985